2: Sanders E-5 (no date) 1949 EE1 Bulgaria EE1

to the State, either as a soldier or a *trudovak*. All had served in one of these capacities, else they would not have been employed.

The young men were the only ones called to leave the village. As for the rest of the people, the national government went to them in the persons of its civil servants, who comprised most of the intelligentsia. Even the priest was a government employee, since the state supported the church. The doctor received most of her salary from public funds, since private practice in a village would have been financially unrewarding. In addition to these, the veterinarian, the schoolteachers, and an occasional lecturer from outside formed the advance guard of the national State. All of these public servants knew that they would be held accountable by their supervisors or inspectors, and identified themselves much more readily with the national bureaucracy than with the peasants whom they were supposed to help. Of these, the mayor was the spearhead in the attack on the old ways. One of his duties was to preside over the village court, where he stood for the law and order of the land.

One day as I was leaving the office of the mayor he asked me to stay and attend court. I sat in the corner of the room next to a bookcase jammed with documents. The mayor sat behind his desk, covered on such occasions by the white, green, and red Bulgarian flag, on which there was a stack of folders, one for each case to be heard. On the wall over his head were pictures of the King and Queen, a beautifully colored coat of arms of Bulgaria, and a patriotic calendar. Through the window I could see the small memorial garden in which forty-four fruit trees had been planted in memory of the forty-four local sons killed in the battles of Bulgaria's several wars. Two rifles for use when the policemen were on patrol stood in the gun rack not far from the desk. A bench lined another wall close to the small cast-iron stove. Near me there was a hat rack, and a spittoon less popular than the floor. A muddy, unshaven policeman stood at the door to bark people in and out.

The first man to come in was Iliya Trunin, a thirty-two year old villager in a *kozhuh* (sheepskin coat), who was being sued by Ivan Katsarov, a tavern keeper. Iliya, instead of going to the expense of running an electric line from the main electric cable, had arranged

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647 There are few such morally refreshing writings on Bulgarian politics as the opening chapters of M. T. G. Vlaikov's book „Functionaries and Rulers" in which the self-sacrificing efforts and the devotion of the freshly appointed civil servants in the newly liberated Bulgaria are depicted. Touching incidents are related which illustrate the high pitch of patriotism and sense of public spirit then prevailing among the more educated classes, who hastened at the time to abandon lucrative professions in order to assume public functions, because there were no other persons capable of carrying on the work of administering the country. If the blight of politics has succeeded in perverting such austere and exemplary virtues, the removal of the baneful influence politicians have so far exerted, may equally result, under proper guidance, in a reversion to the simplicity and austerity which characterised the first appearance on the political stage of their country of the passing generation of Bulgarian public men. Easy is the descent into Avernus, while the path leading to virtue is steep and beset with obstacles, nevertheless when its existence is known, and has been trodden before, there is some hope that it may be travelled on again.

647 661 Since the discarding of democratic forms of government on May 19, 1934 this stupendous problem, on the satisfactory solution of which will depend the success or failure of the new system of government, has only received superficial treatment. The Gheorghiev Government was absorbed in other more pressing matters, and it only issued a decree inflicting draconian sanctions on all public functionaries involved in peculation. A radical overhauling and simplification of the bureaucratic machinery is the most pressing problem at the pressnt time and it remains with M. Gheor-

647 661 ghiev's successors to grapple with it and destroy root and branch this foul growth which has so far poisoned public life and undermined morals in the country. By their abillity to deal with this pressing question cabinets will be judged and their fate decided. The urgency of the matter may be gauged by the following illuminating article which appeared in the *Mir* on November 24, 1933, and a summary of which is given below:

[674] "Official statistics show that criminality has increased from 426 per 100,000 inhabitants in 1910, to 631 in 1923 and to 726 in 1929. Crime has been much more frequent in the urban districts and the class which has been most indicted, excluding that of people without a fixed occupation, is that of State and municipal functionaries. The percentage of crime among this category has been 470 per 100,000 in 1910, 751 in 192-, 1936 in 1926, 2169 in 1927, 1995 in 1928 and 1718 in 1929. The percentage of increase in crime for the whole population between 1910 and 1929 has been 64%, while that for public functionaries, has been 435% during the same period. In 1928, 22.6% of all crimes in Bulgaria had been committed by functionaries of the State or of municipalities (excluding officials in the railway and post-office administrations, whose misdeeds if accounted for would have further increased this figure of 22.6%) and it becomes obvious that our functionaries are corrupt to a frightful extent. The causes are not only the bad economic conditions, but also our political manners.

When a manager of an autonomous institute appoints capable and fit persons in possession of the required training prescribed by the regulations, the Minister in charge dismisses them and appoints in their stead his partisans. Inculpated functionaries who ought to be dismissed and arraigned before a court are maintained and even promoted if they belong to the same party as the Minister in charge".

Instability in tenure of office must equally tend to render officials remiss in their functions, there is no incitement for them to display zeal since they know that they will be evicted as soon as their party is driven from power. According to a statistical table prepared in 1911, the average period of service of State functionaries was only seven and a half years. Out of a total number of

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49,683 officials, only 830 had served thirty-one years and over.

A former Minister, M. Madjarov, writing in the *Mir* on October 11, 1934, affirmed that the reason for the increased corruption among functionaries is that the culprits are not found out. The fear of punishment is no longer a deterrent when 90% of the delinquents are not discovered. The well known author, M. T. Vultchev, also wrote on this theme in the *Mir* on October 30, 1933. He opined that the economic crisis was intensified owing to the vices of the administration, and cited in support an article published by a functionary who enlarged on the losses caused to the exchequer through the lack of control and the non-application of fiscal decrees by mayors and functionaries when they were dealing with their partisans. Even conscientious functionaries can not proceed to collect such taxes as are due by partisans of those in power for fear of being dismissed. In February 1934, the organ of certain functionaries in the Finance Ministry, the *Finansova Zashita*, wrote saying that excise controllers were hindered from doing their duty by the partisans of those who were in power and that consequently contraband was increasing. The *Mir* on November 17, 1933 affirmed that financial inspectors had ascertained that during the preceding seven months malversations amounting to 500 million leva had taken place. The *Sofiiska Tribuna* on October 14, 1933 revealed in full detail how the excise had been defrauded of some 2 million leva at Burgas through the complicity of certain State functionaries. The *Narod* on August 1933 reported that a certain sugar refinery was owing 134 million leva to the State, but that with the collusion of certain influential deputies this debt would be written off. The loss to the Bulgarian Exchequer through the pandering to the wishes and whims of partisans had attained tremendous figures. The former

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Minister of Finance, Stefanov, stated in the Sobranye on June 17, 1932 that in 1930 there were 2800 million leva of uncollected taxes, 75% of which could have been duly collected by the authorities if they had properly attended to their duties! The culpable remissness of the autorities has thus had two results, the disorganisation of public finances and the corruption of the public service. 647 661

The bureaucracy is not a native institution. It was set up and organised by the Russians and has inherited all the defects and corruption of its prototype.

M. Symeon Radev, in his most informative work „Creators of Contemporary Bulgaria", pp. 114/5 cited some instances of the deplorable example of corruption set up by the first Russian administrators in Bulgaria. The Russian commissary, Prince Dondukov-Korsakov, farmed out the tithe to a Frenchman at a price which was reported later by the financial authorities as derisively low. According to the contract, the Frenchman bound himself to pay as an advance 3 million gold francs, but this sum was never accounted for in the State acoounts, it had simply been pocketed by the Prince.

In connection with this contract it had been reckoned that there ought to be in the Government warehouses 290,000 bags of wheat and 100,000 bags of other cereals, but when the stock came to be checked, some 100,000 bags were missing. The financial official could get no satisfactory explanation from the Russian authorities in charge, and this colossal robbery had to be passed over in silence.

In Tsarist Russia, the functionary considered himself as all important, a very delegate of the almighty Tsar; he could take any liberty with the public, and the Russian organisers seem to have imparted this spirit to their young Bulgarian colleagues. The latter being inexperienced and uncritical, readily assimilated these vices, believing 647

647 they would thereby gain in self-importance. They thus took the habit of looking down upon the civilians with undisguised contempt and often did not hesitate to express resentment at being pestered with requests for advice or guidance. The tribulations of the average Bulgarian in his dealing with the authorities are insufferable, and one may marvel at the remarkable patience which this long-suffering, people displays. An idea of how tax payers are dealt with in Bulgaria will be formed by a perusal of the following excerpt from the *Mir*, published on May 10, 1934: „I went to the office of the Tax-collector to check the figures of an impost I had been asked to pay. The functionary was not there. I returned the following day, he took note of the matter. and asked me to call next day at 11 a. m. I was then informed that details had not yet been obtained from the archivist, and that I should call again at 4 p. m. When I presented myself in the afternoon, I was told that the details could not be found and that I had better go to the Ministry of the Interior and seek there the elucidation I needed. On calling at the Ministry I was asked to visit the Ministry of Public Health. From that department I was sent to a department of the Ministry of the Interior. There they attempted to make me call again at the places I had visited, but when I remonstrated and affirmed that I had visited these places already, one of the controllers took up the matter and was able to give me the information I was after. However this proved insufficient for my purpose and I had to prepare further petitions and start anew on my quest. It appears that all these difficulties are purposely created in order to compel people te disburse without asking for any explanations".

How indispensable it has become to challenge and destroy the existing bureaucratic system, a veritable Laernean Hydra and nightmare to the average Bulgarian, a

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system which has alienated him more than anything else from public affairs, will be gauged from the following opinions expressed recently by Bulgarian politicians of all parties on the prevailing methods in the public services and the administration. 647•

These excerpts are culled from speeches in the Sobranye as recorded in the Parliamentary minutes and made by both supporters and opponents of previous Governments, all however are equally unhesitating in their condemnation of the system.

T. Kojuharov. June 6,1928, Government deputy:

„People are subjected to much suffering in their everyday dealings with the officials of the administration who torture and harass them. One may be a no-party man and well disposed towards the authorities, but it will be enough for one to have to seek a certificate that one's taxes have been paid in order to come to detest them. For in order to obtain such an indispensable document one will be forced to hang on in turn before twenty box-offices, urged from one office to another and waste fifteen to twenty working days. These are everyday facts, the conviction has become rooted among the people that without the personal intervention of a deputy at a public office it is useless to aply even when it is a case of quite legitimate business. Corridors of public administrations are congested with people, but the functionaries who are being waited for are not busy. On opening the door leading to their offices you will see them drinking coffee while the people outside curse the Government. It is such daily contact of the people with the administrative staff which causes bitterness and undermines the authority of all Bulgarian Governments. Our bureaucracy is frightful, its indifference to public affairs and State interests is simply revolting. It is repugnant even to us deputies who are obliged to be in contact with it."

D. Todorov. March 9, 1927, Government deputy:

„If you go at 8 a. m. (Shops and public offices open at this time in Bulgaria) to a Government office and ask for a functionary, you will not find him. If you ask for an assistant manager, you will be told to call at 9 a. m., if for a manager, at 10 a. m., if for the head, at 11 a. m. It would be an insult to working men if I were to say that these people work. You will see them reading newsparers,

• 647 illustrated magazines, novels, or talking with friends. Complete chaos rules in the administrations and this will continue as long as Bulgaria can survive with this gangrene in her organism."

St. Kosturkov. June 15, 1932. Minister of Railways:

„There is nothing more terrible in Bulgaria than its bureaucracy; it is a greater plague even than partisanship, for if the latter is not overconfident as to its future, bureaucracy feels deep-rooted and secure, obeys no one, and respects nothing."

Dr. Beshkov. July 10, 1928. Opposition deputy:

„The registers of the financial administration present a veriable chaos. It is impossible to check their figures. Thus properties which have changed hands, still figure in the names of the original owners who are called upon to pay taxes on them. In order to recover their money the latter have to institute proceedings against the new owners. It occasionally happens that the properties have changed hands a third time, in which case the process has to be taken up further. In Sofia alone there are some 842 million leva of overdue taxes which have not been collected "

Unfortunately the situation has not improved in the least since the coup d'état, for the *Mir*, October 25, 1934, in a leader reported:

„The Sofia Tax collecting office is typical of the prevailing disorder reigning in the bureaucracy and illustrates our incapacity to organise a public service. Though great efforts have been made since May 19th to correct the inherent vices in this department there are no signs of any amelioration yet, though it must be admitted that it is impossible to redress in a few months the consequences of years of incapacity and remissness. Fantastic things occur at this office. Citizens can not receive a positive answer as to how much they owe to the State; at every inquiry a divergent answer is given. A few weeks ago taxes on the estate of a man who had died ten years ago were being collected and to the surprise of the heirs, buildings belonging to them for years were included among the property of the dead. For ten years these matters had not been verified! The system is vicious, incompetent and creates a current of dissatisfaction against authority."

The administration seems to take pleasure in creating difficulties and obstructing every branch of activity.

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The experience of an acquaintance who attempted to send a consignment of Bulgarian cigarettes to some relatives of the author's in Nigeria, is worth relating. He had to order special tin containers from England to hold the cigarettes. According to the existing customs regulations, all packing materials imported in the country and used as such for goods exported from Bulgaria pay no duty on entry. On the arrival of the tin containers an over-zealous official opined, that they were not, properly speaking, packing material, for they would themselves be packed in cases, and that therefore they were subject to duty. As the duty was prohibitive and amounted to a preposterous figure a petition was lodged with the Ministry of Commerce soliciting that a more liberal interpretation should be given to the existing law. Six months later the answer came, intimating that the matter was in the competence of the Finance Ministry. Another petition was then draffed and submitted. Another problem then arose, namely, which of the various departments in the Ministry was the competent one to deal with this subject. No one would assume responsibility. A whole year elapsed and finally the wiseacres in the Ministry decided that the Minister of Finance himself should cut the Gordian knot. But he too quaked before a matter of such stupendous importance, and he referred it to the Ministerial Council, which decided at last that the containers should be considered as packing material and be exempted from duty. Over a year and a half was needed to solve this complex problem, and in the meanwhile most of the tins had rusted and become useless. 647.

These difficulties and obstacles one meets when dealing with organs of the administration are not due to mere red tape or to the proverbial bungling of the bureaucracy, they are often created purposely in order to embarass, bewilder and paralyse the applicant and thus 647 661

●647 661 force him to have recourse to an intercessor, in important cases a deputy, whose services have to be remunerated, and who usually shares with the functionaries the spoils he has squeezed out of his hapless victim.

Thus we find D. Daskalov, July 18, 1928, an opposition deputy, declaring:

„Unparalleled chaos reigns in the Pension Administration. Pensioners living in the provinces have to employ and pay intercessors in order to have their affairs attended to and settled. In many instances and though all the necessary documents have been submitted, cases drag on for two or three years. I know of a teacher from Vidin, who after waiting for a whole year without obtaining satisfaction came specially to Sofia. On inquiring at the Pension Bureau he was told to call again in a week's time. When he retorted that he had specially come to Sofia for this matter and could not afford to wait, he was informed that such was the prevailing order and that it could not be changed."

A Government supporter, N. Padarev, then continued in the same strain:

„I know of an unfortunate widow with four children, whose pension book has been kept back for six months and not returned. Such a state of affairs is as inexcusable as it is unbearable."

G. T. Vlaikov, March 5, 1929, a supporter of the Government, after a long speech on the civil services related the following experience of a friend of his who had the greater part of his estate expropriated, and to whom a compensation of three million leva had been awarded. Though he was in urgent need of the money to pay his taxes and cultivate the remainder of his land, all his efforts to secure payment proved unavailing for eight years. At last he had recourse fo an intercessor who demanded a commission of 12%, but finally he accepted 7%, and in a very short time the money was paid.

Another deputy, H. Baraliev, January 28, 1927, a supporter of the Government, discoursed on the lapses prevalent in the Financial administration. Income-tax declara-

tions of wealthy and influential people went usually astray in tax collectors' offices. A committee of control had unearthed twenty such declarations in one tax-collector's office. A special commission had been appointed to examine the amount of taxes imposed at first hand, and in many instances had made undue reductions from millions to thousands. Obviously bribery had been resorted to. 647 661

The name of a well known Gabrovo manufacturer was given whose tax had been assessed at 800,000 and the amount afterwards reduced to a very small sum. The committee of control was able to prove the partiality of the special commission but its report on these abuses had been kept back by a head of a department whose name was given. Cases of income-tax collectors who had absconded after appropriating public moneys were also cited, and M. Baraliev explained that unworthy individuals were being nominated as tax-collectors owing to their close relationship with those in power. In Sevlievo a conscientious financial inspector was removed from his post because he inflicted a fine on an influential partisan and the fine had not been collected. The services were being demoralised when dutiful men were reprimanded and unprincipled men protected.

Ts. Tabakov, March 14, 1929, an independent deputy, decried the custom of creating sinecures which are filled by partisans. There was not a single chancery where abuses were not committed, bribes openly received, and embezzlements in which the big bosses of the party were participating. Responsible posts were entrusted to unworthy persons.

Another opposition deputy, Dr. N. Dumanov, March 8, 1929 was yet more outspoken: „Our treatment of functionaries is criminal, we choose them mainly as pioneers in electoral struggles, and consequently nominate men who are not fit to serve as civil servants."

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And the following statement made by another Government deputy, V. Marinov, on September 8, 1926 is not devoid of humour owing to its extreme artlessness: „What God gives is for all, but the blessings which the State may confer are first for our kin. That is how we understand democracy. So it was yesterday, is to day and will be tomorrow. It is we deputies who intervene to dismiss or nominate officials. Why should some criticise the system when they did the same thing when in office."

In the customs too, serious abuses occur, and the State loses millions every year by prevarications and collusions between customs officials and importers. One may secure illustrations of these shady transactions by perusal of a pamphlet recently published by a former customs official, C. S. Dobrudjaliev, and also in the above mentioned book of M. G. T. Vlaikov. This will explain the rocket-like ascension of certain commercial firms in Bulgaria. Such a practice is not only prejudicial to the State, which sees its revenues dwindle, but it is also devastating to the commercial community at large. Honest traders are being undersold and ruined by such unscrupulous competition.

Parliamentarism had become a travesty, and democratic institutions served as decoys to hoodwink the people and impose upon them. The public services were purposely demoralised in order that politicians should become the supreme dispensers of all power. Instead of appointing to public functions men suited by their accomplishments and training, servility became the best credential. Far from seeking to stabilise the civil services and render them immune to political influence, functionaries on the contrary were made to feel that both their appointment and promotion depended on the politicians. They therefore obeyed them in everything and looked up to them rather than after the interests of the State which they were supposed to serve.

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Another natural consequence was the undue multiplication of public functions in order to provide for an increase in the number of such docile retainers, who served to strengthen the politicians' hold on the State machinery. The increase in the personnel necessitated the finding of some additional occupation and this was secured by an undue complication of the administration. This too was to the advantage of the politician, it made him indispensable to his electors. The transaction of business in a Government office having been rendered as intricate and puzzling a procedure as possible, the average citizen was forced to resort to the services of a politician to settle such affairs. Political bosses made an easy living by the dispensation of such services, which were far from being gratuitous, and even public functionaries had often to compensate their patrons for the posts to which they had been appointed by sharing with them their meagre salaries.

This explains why, when conscientious deputies like G. Yurtov, who on February 22, 1927 remarked in the Sobranye that half of the functionaries could be dispensed with by simplifying the civil services, or when A. Kantardjiev (November 5, 1931) criticised the system and declared that Bulgaria had the greatest number of functionaries in proportion to her population, namely, 17 per 1000 inhabitants, while England, Switzerland and France had only 3½ to 7 per 1000 inhabitants, such remarks fell on deaf ears.

It may seem strange, yet it is among the higher strata of the bureaucracy that one finds its most perverted members; the rank and file, though wretchedly underpaid are on the whole honest and conscientious, which shows that if a more efficient control was exerted and stricter discipline imposed, the demoralising influence set by those at the top would cease. So far this was not attempted because the top layers of the bureaucracy were in the

• 647 661 main recruited from the ranks of the politicians. Only twice have efforts been made to stabilise the civil services and put a stop to the abuses it was giving birth to. The first attempt was made in the early years of Tsar Ferdinand's reign and the initiative was due to the then Prime Minister, Dr Danev. But such a measure did not suit the views of the Crown, and the National Liberal party, which was next in office, hastened to rescind it with the approval of Ferdinand who refused to interfere when appealed to by several leading political leaders.

The second attempt was that made by M. Peter Todorov, which has already been mentioned.

000 It is easy to realise that when the Executive and the Legislature become bound by a community of private interests and either fails to control the other then Parliamentarism goes bankrupt. This is what has happened in European countries which have adopted Parliamentary institutions, with the exception of the Scandinavian countries, Holland and Switzerland where its proper functioning has been rendered possible owing to the citizen's high conception of his civil duties. Democratic government is the outcome of a long evolution and there is no room for blind imitation. It took some seven centuries to reach its present state of development in Great Britain, and even there, it is open to lively criticism. Dean Inge has defined modern democracy as "the organised plunder of minorities"; but even this constitutes a vast advance on the level attained in the Balkans where it is still at the stage of the organised plunder of the majorities, judging from the following striking deliverance of Mihailovski: "We are a predatory people ... Bulgaria is divided into two halves which have adopted this *modus vivendi*: – one day the first half plunders the second half; the next day, the second half despoils the first". One should admit, however, that it is not reasonable to

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expect that in two generations new countries should tread the road to constitutional progress up to the point reached by England.

With the advent of an authoritative government this work of reform should be vigorously taken in hand, for those in power can no longer justify themselves by stating that they have their party attachments to satisfy. A radical simplification of the system should be aimed at, and drastic cuts should be applied. M. T. G. Vlaikov admitted (*Radical* March 8, 1929) that though the Liaptchev Government had assumed the obligation towards the League of Nations to reduce the number of functionaries by 10,000, nothing had been done. He further affirmed that directors of departments and superior officials hardly work more than two to three hours a day, and that out of every 12,000 public functionaries there are 1500 who do absolutely nothing and who nevertheless draw the biggest salaries. When the budget for the financial year 1934-5 came up for discussion, an open letter addressed to M. Stefanov, the Finance Minister, appeared in the *Mir* on March 21, 1934 from which it is worth citing the following remarks: "Excessive sums have been provided to defray travelling expenses, commissions etc, Functionaries who are delegated to participate at special conferences should not be entitled to receive additional emoluments. For instance, the Prime Minister who receives remuneration amounting to 665,000 leva a year, can surely afford to travel abroad in order to take up the defence of the country's interests there if this be necessary. Why should he be awarded a supplementary sum of 5000 or 6000 leva a day for this purpose? Other Cabinet Ministers receive 364,000 to 440,000 leva a year and they enjoy many other privileges. They travel in special railway cars and in State-owned automobiles, they even have free boxes at the National Theatre . . . My aim is to draw attention to the

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directors in the Ministries, to the "collaborators" of Ministers, those occupying 'key' posts. In certain departments one is impressed by the fact that there are no subordinate officials. All are directors or inspectors. It appears that every Minister on assuming office creates new posts for directors, and matters have reached such an extreme, that in the ministries only managers are installed, and there are no officials to attend to routine work. In the General Direction of Public Works, the Minister is surrounded by a jurisconsult, a general manager, twelve chiefs of sections twenty six managing engineers and architects who receive monthly salaries of 6000 to 13000 leva. For the entire personnel of this institution a credit of seven millions a year is provided, out of which five millions are affected to the payment of emoluments of the higher members of the staff, who moreover are delegated to participate in conferences and therefore receive extra bonuses.

In the Directions of Public Health, and that of the Home Office, out of the affected credits of 1,976,400 and 1,784,400 leva some 1,200,000 and 1.484,000 are respectively assigned for the remuneration of the "directorate". In the Ministry of Finances out of the 16 million leva of expenditure voted for it, 12 are absorbed by the salaries of the higher staff and the real workers have to be content with the remaining 4 millions etc. It is these "directors" who inflate the budget. They constitute an intolerable burden because they do nothing and in most cases they come and go together with the Minister and the party which has appointed them, for on the whole they are altogether unfit for the posts they occupy. The Bulgarian administration does not require such "budgetivorous directors". Once upon a time each Ministry had only one secretary and the Ministers attended mostly singly to the affairs of the State. Minister Stefanov has

declared that the crisis is now beginning for Bulgaria, curtail therefore M. Stefanov your emoluments and the number of your "directors" to the minimum etc".

According to the budget of 1934-5 the number of public functionaries was stated to be 88,000, but obviously without reckoning the supernumeraries. The Gheorghiev Cabinet revised the budget and in August 1934 the number had been restricted to 82,583. In 1933 there were only 35,920, so that there is yet ample scope for further reductions. In Greece, which has about the same population, the number of public servants numbered only 45,523[1]) in 1930 and only 12% of the budget was charged with their remuneration. In Bulgaria, 35·15% of the budget for 1930-1 was earmarked for the wages of some 85,250 functionaries. The *Archive for Economics and Social Politics* in its second fascicule for 1933 contained the following table as to the numbers and salaries of the civil services for the year 1931-2.

DEPARTMENT	Number of functionaries	Total amount of salaries	% of total		Average salary per functionary
Supreme administration	674	33,447,000	1.1		49,625
Ministry for Foreign Affairs	2,750	82,886,000	2.8		30,140
" of Interior	9,858	247,943,000	8.5		25,151
" of Education	24,259	798,260,000	27.4		32,905
" of Finances	4,113	133,484,000	4.5		32,697
" of Justice	3,843	132,288,000	4.5		34,423
" of War	6,953	298,806,000	10.2		42,975
" of Commerce etc	1,833	69,837,000	2.4		39,099
" of Agriculture	4,432	151,144,000	5.2		34,103
" of Public Works	2,584	118,769,000	4.		45,963
" of Railways, Post & Telegraphs	6,800	203,228,000	7		29,886
Administration of Railways.	18,047	616,794,000	21.6		34.266
Commissariats for supervising Treaty. . .	8	486,000	0.1		60,780
Various funds	457	20,827,000	0.7		45.572
Total	86,611	2.908,198,000	100	Average annual salary	33.642

[1] This figure does not include railway employés who are not State functionaries in Greece.

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•647 661 An accurate idea however, can not be formed by these figures, for while the hierarchy is well retributed, the lower grades are wretchedly paid and by averaging up the salaries as had been done above, one is likely to infer that the position of the public functionary is satisfactory, this unfortunately is far from being the case. The rank and file are miserably underpaid. Thus according to the figures available concerning the revised budget of 1934-1/ out of 82,583 functionaries, plus the 26,189 volunteers employed in the army,

26,303	were receiving emoluments of					1000 leva	and under	a month,
55,992	"	"	"	"	between	1030	and	1940
11,194	"	"	"	"	"	2020	"	2510
1,867	"	"	"	"	"	2590	"	2940
5,316	"	"	"	"	"	3020	"	3980
1,862	"	"	"	"	"	4060	"	4940

while the number of those drawing wages over 5,000 leva a month and rising to a maximum of 20,500 leva, which is the salary of a minister, was only 6,438, while the total sum in the budget affected to salaries amounted to 2,753,946,864 leva. Bulgarian critics are at one to point out that there is a plethora of public functionaries and that the better remunerated posts are really sinecures. It is imperative to reduce the number of functionaries not for the purpose of effecting economies, but in order to increase by the saving thus made the salaries of those who remain, since the State has no other resources from which to retribute the services of its servants adequately. How can a functionary with a family in Sofia, live on a monthly salary of 2000 or 3000 leva, when he needs at least 1000 to 1500 leva a month for rent alone? Is it surprising if he tries to supplement his scanty salary by devious ways since it does not suffice to keep him alive? M. Vlasakov writing in the *Mir* on June 13, 1933 stated that between 1925 and 1932 in those State departments the

1/ [Errata: should be 1934-5. —Analyst]

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accounts of which have been controlled by financial inspectors, it was found that 435,792,881 leva of public money had been misappropriated. He further affirmed that for the last 15 years not a single custom-house, tax-paying office, excise office or industrial enterprise had its accounts properly audited, and if they were subjected to a strict inspection the number of discoveries of peculations which would ensue would be astounding. 647 661

What is needed above all is a simplification of the system which can surely be easily attained, for up to the present those in power aimed at complicating the State machine in order to justify the creation of more posts for their adherents. The semi-military government now in power is not handicapped by such an incubus and it is to be hoped that its sense of duty and patriotism will give power to its elbow to carry out this indispensable reform. Should it succeed in carrying this through it will have deserved the undying gratitude of its fellow-citizens.

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should have attended the secondary school (progymnasia) aged 12 to 14 were 185,394 but of these 74,885 did not attend and some 12,433 attended only partly. Only 98,076 completed the course, and of the latter 62,855 were successful at their examinations. During the same year 5,016 college graduates applied for entry to the University, of these 4,392 were admitted and 624 failed to pass the tests, and this, according to Dr. Gabrovski, was a conclusive proof that there was too little education in Bulgaria, since out of some 700,000 attending the elementary schools less than 4,500 complete their secondary education.

The Minister of Education explained on June 11, 1932, the causes of non-attendance at school. Of the 56,788 children who had absented themselves from the elementary schools in the year 1929—30, 22,777 were living at places difficult of access and there were 1999 abnormal children. Turkish children provided the greatest percentage of non-attendance (26%), that relative to the Bulgarian being 5·5%. Deputy G. P. Ghenov speaking at the same date, affirmed that the annual contingent of graduates from colleges and higher training schools numbered about 10,000 of those only some 1500 are admitted to the University and the rest are unable to find situations. College graduates consider themselves as intellectuals and refuse to become farmers or craftsmen. In another speech delivered in March 1934, he laid stress on the fact that youths graduating at the University were not sure about securing Government employ; thus for sixty to eighty qualifying for judges, only four or five posts are available and the number of candidates to the public services thus increases yearly. Politicians take advantage of the situation, and secure recruits for their parties by promising posts to those who have not been appointed public functionaries.

If the number of aspirants to Government employ is

now so greatly in excess of the available posts, it is not owing to the system of education, but rather owing to the fact that all the intellectuals from the Dobrudja, Macedonia, and Thrace have been driven to seek refuge in Bulgaria, and through the League of Nations abstaining from interfering on behalf of the Bulgarian minorities in the adjoining Balkan countries in order to secure the repatriation of these people.

Education is free and obligatory for all children between the ages of seven and fourteen. Approximately, ⅓ of the population is attending schools and about 8% of the children liable to compulsory obligation evade it for some reason or other. The urban population provides proportionally a greater percentage of school children, 25% as against 75% for the rural. The number of girls attending school is as large as that of boys. The following table shows the number of various educational establishments functioning during the year 1932 - 3, the number of professors and students:

		Pupils	Teachers
Kindergarten Schools	155	7,649	174
Elementary "	5518	705,443	18,478
Secondary " (progymnasia)	1933	207,795	7,189
Colleges "	105	42,217	2,901
Special "	25	2,854	408
Professional "	321	25,261	1,821
Higher training	4	667	55
" " Colleges	7	10,419	500
Scools for abnormal chidren	5	252	42
	8,073	1,002,555	30,758

Of the 8073 educational establishment, 7093 were State schools and 980 private institutions, practically all belonging to various ethnic minorities and foreign missions, the number of pupils attending them, was 82,342 and that of the teaching staff 2,705. These last two figures are ncluded in the total shown in the above table. The